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THE WINDOW:
TOWARD
AN
UNDERSTANDING
OF
HUMAN NEED

GOVT PUBNS



Ontario



Training and Staff Development Branch
Ministry of Community and Social Services
The Honourable Rene Brunelle, Minister
M. Borczak, Deputy Minister

[General Publications]

THE WINDOW:
TOWARD
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by Bernard Gelfand

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Introduction

The material contained in this book is intended for social service workers new to their job, as well as for workers wishing to review material pertinent to their job tasks.

An attempt has been made in the production of this material to incorporate a variety of approaches to its understanding. The view advanced here is that learning is an experience that occurs differently for different persons, and that no one particular learning approach is relevant to all persons. For this reason, some of the content presented may be of particular relevance for you, whereas other parts may be considered of lesser value.

The orientation booklet attempts to place the problems of poverty and public dependency within the context of a society that is rapidly changing and may be characterized as highly interdependent. The intention in the development of this book is that the worker recognize and become aware of the various difficulties involved in the discharge of his duties, and that he note the incongruities that may exist between societal and the Department's goals, as well as those goal or value conflicts, he, as a worker, may possess. It is the aim of this publication not necessarily to help the worker resolve such conflicts (they may not be resolvable); rather, it is hoped that he be helped to cope with the problems of dependency and poverty as he gains an understanding of his reactions and attitudes to them.

The field worker is viewed as a possible potent source of social change. If sensitive to the needs of clients today and anticipating the exigencies of tomorrow, he can act to provide the necessary resources for individual functioning. It is in his function as a resource provider and developer that the creative energies of the worker is tapped.

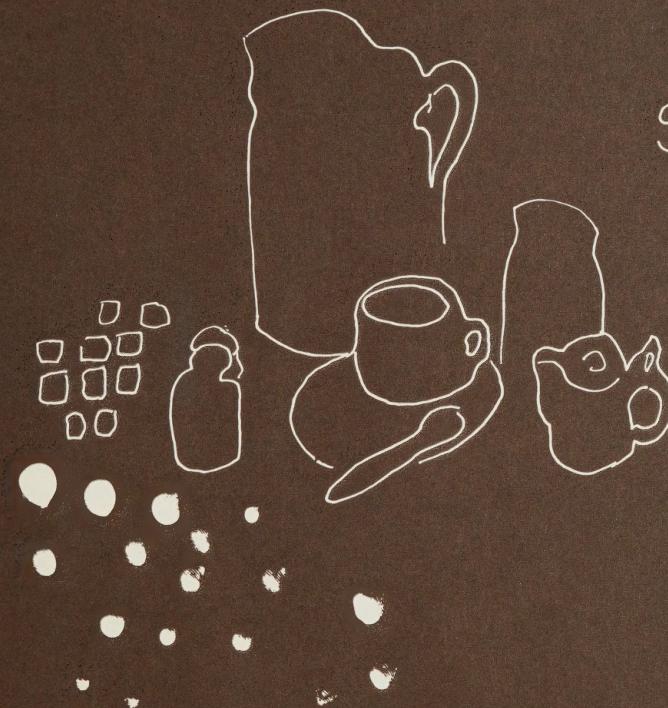
The heart of worker skill and competence is perceived in his approach and attitude to the client in all kinds of worker-client relations. We emphasize an approach wherein the worker treats the client and his family with concern, acceptance, understanding, and warmth. It is in the context of these worker conditions that the client

is best served and his humanity preserved. In a time when more and more persons are seen as parts of a machine, or are manipulated as things, and as a consequence feel alone and isolated, it is the worker as *communicator* that can determine the basic humaneness of the program.

Section I, the Problem of Poverty, and Section II, the Idea of Social Welfare, may be useful in helping new workers develop philosophy and perspective regarding their role in working with the poor. The issues raised by these Sections lend themselves to active discussion in peer group settings. Section III is useful in providing the new worker with an understanding of how income maintenance programs relate to other programs that comprise the social welfare field. It is suggested that Section IV, What the Income Maintenance Worker Does, and Section V, Some Issues are essentially useful to more advanced workers, perhaps those who have, at least six months to one year of field experience under their belt, and who feel ready to cope with the personal concerns of their clients.

This book was designed for active use. There is enough space in it for you to write answers and comments to the questions raised throughout. Challenge the book. If you disagree with the viewpoints expressed in it, write them down. Disagree if you must; but remember, substantiate your view with rational argument.

You will note that most of the questions in the book are open ended; there are no answers provided for you. You provide them. It is *your* book; therefore you must think through your answers to your own satisfaction.



SECTION I
THE
PROBLEM
OF
POVERTY

Aspects of poverty

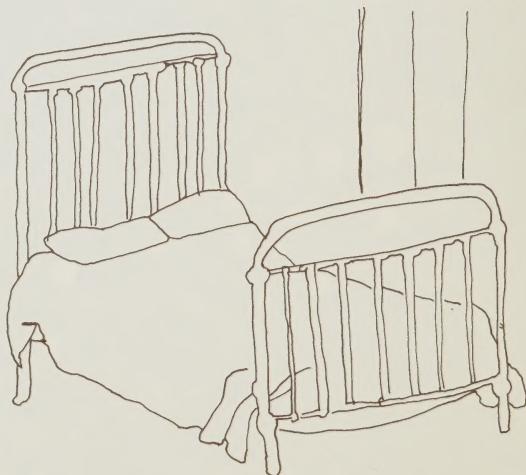
Some persons view poverty in one particular way; some see it differently. Evidently then poverty means different things to different people. Below are a number of case examples which illustrate various aspects of the problem of poverty:

Case history

The Fox family — *Bill and Wilma Fox and their four children live in a three-room flat in a congested urban area. Bill Fox, who has been employed as an unskilled labourer for twenty-three years, has a take-home pay of \$85.00. With this amount he must budget for a rent of \$115.00 monthly. It is only with constant borrowing from work friends and neighbours that the Fox family barely is able to scrape through from pay-day to pay-day. The two youngest Fox children sleep with their parents as there are only two large pieces of furniture, a bed and a couch available for beds. The two eldest children sleep on the couch. Because of inadequate knowledge regarding nutrition and lack of financial resources, the Fox's diet does not contain adequate nourishment. The youngest child suffers from bronchitis and colds throughout the winter months. Clothing for the children is never bought new; frequently, it is obtained from neighbours and relatives, and is passed down to the younger Fox children when the oldest outgrow them. None of the Fox children have ever visited a dentist and because of this lack of care their teeth are riddled by decay. Mr. Fox is badly in need of dentures and his badly caried teeth prevent him from eating properly. As a whole family, they have little opportunity for recreation and seldom enjoy experiences, e.g. films and public events, which other families in the community regularly enjoy.*

The living difficulties of the Fox family as regards housing, nutrition, health and recreational needs violates our sense of *social decency*. Many of the amenities of life that we take for granted, or simply as necessities of life, are not within their grasp. People living in such conditions cannot be expected to view life in the same terms as those who have ready access to adequate resources in these areas.

Can you imagine how the Fox family members may see society differently from, say a middle-income family?



Aspects of poverty

Case history

The Rasmussen family – Andy Rasmussen has struggled hard to provide for his wife and three children. He has taken on any kind of part-time employment he could find to supplement his regular wages. Through persistence and hard work he has been able to realize his one dream, that of buying a home for his family. Eddie, a sixteen year old, the oldest child in the family, excels in school work and has had encouragement from his teachers to attend University. However, Eddie's father, who is reasonably satisfied with his success in life, does not see any value in future education. He feels that Eddie has "wasted" enough time at school and that the time has come when Eddie should begin to support the welfare of the family. Eddie has taken a part-time job as a store clerk with the hope of saving for the future; however, due to the fact that his father has been laid off from his part-time employment, Eddie, has had to contribute nearly all of his earnings to the family. Eddie very badly wants to attend University but realizes that his family needs his financial support now. He plans to leave school after grade twelve, and get a full-time job.*

In this case, poverty is not as damaging or debilitating as in the Fox case. The Rasmussens as a family do not suffer from a lack of amenities – rather the frustration that Eddie feels and experiences over his blocked route to University, is related to a basic inequality of opportunity. The path out of poverty through the educational road is barred.

Do you think that education at should be available to all who possess the necessary abilities? Explain your answer.

Case history

Welfare mothers – A group of welfare mothers have joined together to discuss what they feel are some basic problems they have in common. Through discussion, a natural leader, Mrs. Taller, emerged who encouraged the mother's group to consider the budgeting allowance for clothing. As the discussions grew quite heated, it was decided by the mothers as a group to ask for a meeting with the Minister to present their thinking about the alleged inadequacy of the budget. Whether the meeting will take place has not as yet been determined.

This situation suggests that the perception of their social situation by groups in poverty may lead to a challenge of such conditions, and that such a challenge may lead to social instability. Persons in poverty may turn their grievances over their situation into issues which generate social conflict. Through organization, welfare mothers may exert influence that can modify income maintenance decisions.

If you were an advisor to this group what suggestions might you give them regarding the appropriate person or persons to approach in relation to their grievance?

*This case history was written by Heather Innes, field worker at the Windsor Regional office.

Aspects of poverty

Case history

The Farrington family – Tom and Dora Farrington and their two children, Amy and Don live in a low income section of a large urban centre. Many of the problems that Tom and Dora recognized in the neighbourhood, e.g., high rates of juvenile delinquency and crime, a lack of recreational facilities, and high rents for poor housing, are of great concern to them. Trying to do something about these problems they realize means organizing a group of interested and concerned citizens. In their spare time Dora and Tom canvass their street for persons who would be willing to give time to a citizen's neighbourhood improvement group. Although many say they are interested, only three persons show up for the first meeting. None return for the second.

Traditionally, the poor have been *excluded* from participation in the politics and decision-making that occurs on the local level. Many times the poor have been described as apathetic and lacking in motivation to change their own situation through organized and considered efforts. Why the poor have failed in self-help group efforts must be considered. The poor lack access to information about the ways in which the urban bureaucracies work. They do believe, many times, their efforts will lead to failure because of past failures at trying to get things done. Further, the poor do feel intimidated and frightened by authorities who, in their contacts with them have treated the poor with lack of respect, and at times, contempt.

What ways are there in which the poor can be helped to achieve some voice in the decisions that pertain to their concerns?

Why do many of the poor lack access to important information in dealing with organizations?

What can be done to improve this problem?

Aspects of poverty

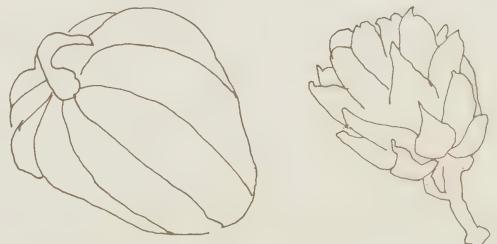
Case history

Al Tibbs - After finishing University, Al Tibbs decided to travel across Canada. He wanted to see the country and to gain experience by meeting different kinds of people. For nearly two years Al moved from city to city-Winnipeg, Saskatoon and Vancouver were some of the stops on his itinerary. As he travelled, he began to ponder his place in society and what he wanted to do with his life. He rejected the idea of working for what he termed "conventional goals". Al did not desire material things such as cars, stereos and appliances. Realizing that his thoughts were somewhat different from the majority of his peers was a difficult thing for Al to face. Why was he different? Why were his goals in life different from those of the majority? He had decided that he wanted to devote his life to making things that had social usefulness, and along with this idea came the notion that as long as he had enough money to clothe, feed and shelter himself and provide for a few other pleasures, he would be satisfied with his lot. Several months later Al and three peers opened an organic health foods store devoted to promoting the idea of assisting people to eat foods that are grown in humanly healthy ways. Profit was decided by the four partners to be as little as needed for them to provide for their basic needs. Within three months the business reached this profit level.*

Not everyone will opt for the goals Al and his partners chose for themselves. We have been conditioned to want many kinds of consumer goods. The practice, however, of voluntary austerity is one that is being considered by more and more people, once they reach a point where they feel that such a life goal is feasible. Poverty as a way of life can be chosen consciously.*

What obstacles in one's personal philosophy must be overcome or worked through before such a goal could be considered?

What groups in society choose the goal of voluntary austerity?



*The concept of voluntary austerity was suggested by Mr. Harry Willems.

Aspects of poverty



Aspects of poverty

Case history

The Augsburg region – *Nearly 1 700 persons have been unemployed for over two years in the Augsburg region. Many of these workers had counted on two major industrial plants for their work, and when these closed they were unable to find jobs in the surrounding area. Unemployment insurance has long since run out for the majority of these workers, and many of them in order to support their families have been forced to go on welfare. Since the plant closed there has been a series of remarkable transformations in the Augsburg region. Many other small businesses had to lay off employees as employers felt the lessened demand for their goods. About six months ago a number of well-established stores were forced to close due to lack of business. Many of the younger people in the area, sensing that it was not offering them opportunity for employment, have left for larger, urban centres. Because of these results following from the plant shutdowns, the Augsburg region is considered a poverty area.*

The case of Augsburg demonstrates how changes in the economic system, i.e. *instability* can be related to the creation of poverty. Economic fluctuations, as you know, are not infrequent, and we can anticipate that economic slowdowns will have effects upon our welfare system.

Do you have any solutions to the problem presented by the Augsburg region?

Our case examples, then, have demonstrated that poverty can be perceived to have many aspects, and it is not a simple idea. Depending upon our frame of reference, poverty can be interpreted as related to:

1. a lack of amenities, or social indecency;
2. inequality;
3. social instability;
4. social exclusion, or powerlessness;
5. voluntary austerity, and
6. economic instability.

It seems important, however, to focus or keep in mind one basic idea of poverty, that of inequality. Our society, from all indications, has reached a point where a vast majority of the population has the ability to purchase a wide variety of goods and services. Therefore, poverty might best be defined as a relative lack of these material goods, i.e. inequality. The poor person, then, is one who in relation to his fellow members in society suffers from *deprivation*. He sees the majority of persons in his social environment as possessing a host of consumer goods he cannot afford. He is bombarded with messages from television, radio and the newspapers urging him to buy products that are for him unobtainable. In this respect, as he measures himself with these nameless others, he must judge himself an economic failure. In a society geared to success, materialism, and the pursuit of money, the person in poverty can hardly judge himself otherwise.

Dependency: public and private

It is quite impossible to discuss *public dependency*, i.e. the inability of individuals to support themselves financially without access to public resources, without commenting first upon the phenomenon of *private dependency*.

At various times in our lives we experience dependency. The child learns early to depend upon his parents for survival, and later for the satisfaction of a host of complex human needs. With the growth of an increasingly complex and technologically oriented society, it is not infrequent any longer to see persons reaching the age of thirty or more without yet having taken their place as a producer: their student status forces them into a dependent position. Many of us have been relegated to dependent roles by periods of illness, child-birth, or old age. As a rule we take these periods of *private dependency* as a matter of course, an event or time period that passes without the necessity of critical comment or stigma. Private dependencies are recognized by all as normal phases of life.

Not so with public dependency, however. As a legacy from the past comes the idea that publicly dependent behaviour is the fault entirely of the individual: it is a result of his morally defective character, his lazy demeanor, his lack of self-discipline and control. It is time that this notion of the poor as being entirely responsible for their state be explored. Let's see whether we can present some illustrations that demonstrate a view opposite to the theory of *character defect*. For want of a better name let's call this alternative explanation of poverty, the *structural theory*.

Case history

George Henderson — a farmer for nearly fifteen years. George Henderson decided to move his family to a large urban centre. Upon arrival in the city he is overwhelmed by its frantic pace and bustling activity. As his money from the sale of his farm dwindles, Henderson "pounds the pavement" for work. With little understanding of urban ways and without the specialized skills demanded by urban social organization, he is unable to find work, and as a last resort must come to apply for welfare assistance for he and his family.

A major pattern in today's society is the rapid growth of urban centres and the opposite trend, a declining rural population. Known as *urbanization*, this trend promises to continue. Families and individuals coming from rural areas to these urban centres find many difficulties in adapting to new ways; frequently they want to return to their home. Many who remain find it difficult to obtain work or even to adjust to formal patterns of work. It is important to recognize that contributing to some cases of public dependency is this urbanization process, itself a facet of *social organization*.

Can you suggest ways in which individuals and families coming from rural settings can be cushioned from the shock of urban society?

What kinds of social services might be needed?

Dependency: public and private

Case history

Frank Watkins – *In the fall of 1969 Frank Watkins was incarcerated for creating a public disturbance while drunk. He spent 30 days in jail and, when released from jail, learned that he had lost his job as a short order cook. His employer, when questioned by Frank about the reason for his dismissal, told him that he had a rule not to employ those persons who had criminal records. During the next several months Frank applied for nearly forty jobs in his food line, and was sent by the Man-power Centre to many others that he had never considered before. But the results were always the same: he has never been hired. In desperation, Frank applied for welfare assistance in March 1970.*

Frank Watkins, prior to his incarceration had a perfectly clear record; after his jail experience he was labeled a criminal, and to a great extent treated as one. Even though the social system had exacted its punishment, the consequences for Frank's future were determined by his being so *labeled*. Society, then, plays a great part in determining a person's occupational future; social organizations that judge, punish and record, as well as those which take cognizance of records, can work against the rehabilitation of many persons who wish to work but are shut out from it by social forces.

Can you think of other groups of people who may be discriminated against by employers?

What steps might the organizations that deal with these groups take to reduce or eliminate this discrimination?

Dependency: public and private

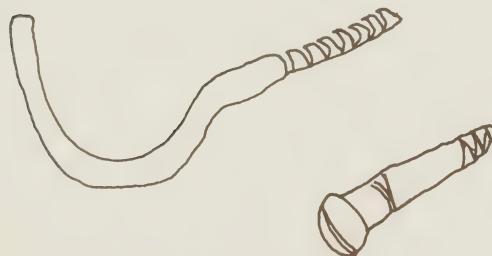
Case history

Ed Meyers - a father of three young children, has recently lost his job as a packer in a screw factory. The reason for his release was the introduction of automated packaging equipment into the plant; in all, fourteen men lost their jobs due to this innovation. Because Ed's job was classified as unskilled labour, Manpower Centre has sent him to possible job openings not requiring skills. His failure to get a job so far is not only related to the few unskilled jobs available but is also connected to the fact that Ed only has a sixth grade education. Employers have been demanding tenth grade for the jobs to which he has been sent. Because his unemployment insurance has recently run out and no other finances are available to he and his family, Ed has been reluctantly considering applying for welfare assistance.

Ed Meyers, and many other hard working and reliable workmen are the casualties of social process that will make the untrained and the undereducated increasingly expendable in the job market; this is the process of *advancing technology*. Each year many new inventions and technological innovations change the way work was done in previous years. It is extremely difficult to foresee and predict what kinds of work skills and competences will be needed in the future. Not only are people screened out of jobs because they do not have the proper skills; increasingly persons are not qualifying for jobs because employers are demanding higher levels of education from their workers.

Other than encouraging persons to specialize and to obtain high levels of educations, can you suggest ways in which we can solve some of the problems created by increasing technology?

What can society do to correct the ill effects of this process?





Case history

Annie Mayhew When Annie Mayhew's husband died nine years ago Annie was 71 years of age. For nearly three years Annie was able to maintain her household and prided herself in doing so. Financially she had little difficulty in managing, being a recipient of old age security and receiving \$5,000 from insurance her husband had held. In the Spring of 1965 Annie fell and broke her hip. Hospitalized for three months and spending nearly four months in a convalescent home receiving physical therapy helped Annie to walk again; however, she was now unable to care for herself and required a good deal of care in dressing and bathing. On the basis of medical and social service consultation, it was decided that Annie required the care given by a Home for the Aged. There she would receive the constant medical and physical attention she required

Annie's dependency is related to her age and to the chronicity of illness which the elderly experience. Through the tremendous advances made in *medical technology* we have helped a large number of persons to live longer; within this technological advance is sown the seeds of social dependency. We must provide the necessary services to meet the elderly dependents' needs; as such services are extremely costly, and few can afford such service, the dependent aged have become the responsibility of the public.

Dependency: public and private

Case history

Manater Island – *Manater Island has a population of 13,000. Most of the people on the island are engaged in subsistence farming and in the crafts and arts. There are only a few industries and, in the past few years, that industry which has existed has been leaving the area. Public facilities are relatively few and are of poor quality. Schools, medical clinics, hospitals, mental health facilities, are nearly non-existent. Some of the younger people have left the Island, migrating to metropolitan centres. Those who have stayed seem to be reconciled to the poverty conditions of their environment. For many on the Island, welfare is their only means of possible support.*

Only recently has it become well recognized that poverty and dependency is not evenly distributed throughout a country. Within the borders of Canada exist what some people have called "pockets of poverty", or regions that suffer more than others from lack of resources. To bring themselves up to the standards of other parts of the country will require help from those outside of the region.

If few opportunities exist within the "poverty pocket", how might you explain the majority of the island's population remaining?

What kind of outside help would you provide such a region?

Why?

Our argument that public dependency cannot be totally explained as a result of a defect in the individual has led to the exploration of society, and some factors which operate in it, to produce such dependency. We have suggested that:

1. urbanization;
2. labeling;
3. advancing technology;
4. medical progress; and
5. regional disparities

are associated with and can be productive of public dependency.

Dependency: public and private

Now that you have been presented a social explanation for public dependency, why don't you write down your comments and reactions to this kind of explanation of public dependency?

A matching exercise

Look through your caseload and see if you can identify individual persons in it who may have been affected by any of the social processes we have discussed. List them as in the examples below:

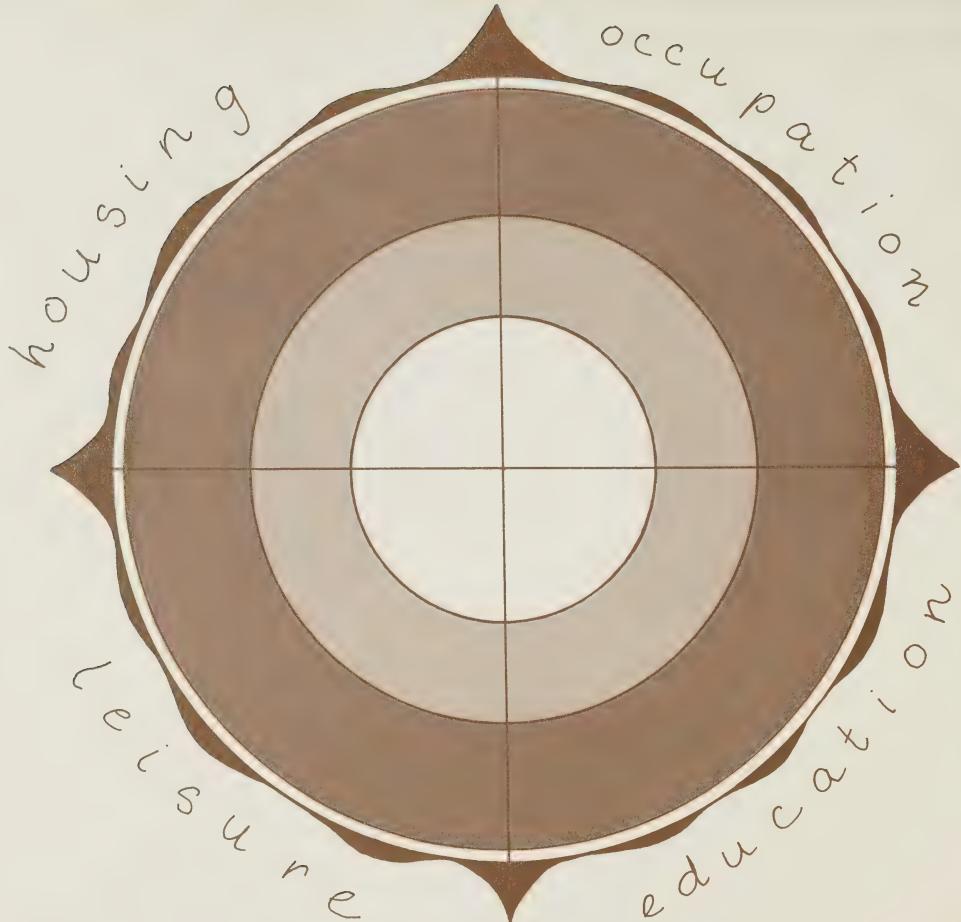


FIGURE 1 The opportunity wheel

Dependency: public and private

OPPORTUNITIES	TRACK I	TRACK II	TRACK III
Occupation choice power satisfaction salary	high high high high	moderate moderate high moderate	low low low low
Housing dwelling space location choice no. of dwellings	large high large	moderate moderate moderate	small low small
Education choice length	high unlimited	moderate limited	low limited
Leisure recreation travel holidays	highly varied frequent frequent	varied periodic periodic	routine seldom seldom

The opportunity wheel

The opportunity wheel is in crude form, a working model of our society. Those in Opportunity Track I have more money than Tracks II and III to start with, and their continued playing of the game ensures progressive gains; those persons in Track II have less money to start the game than those in Track I and their opportunities to gain are approximately even. Tracks III begins playing with the least money; their opportunity to gain while playing is much smaller than either Track I or II.

Do you believe this model of society is a reasonable representation of the way it works?

If not, why not?

Poverty: a summing up

Poverty is a major social problem of society. Those who are considered to be in poverty represent a much larger group than those who obtain welfare assistance. Although poverty is a problem that can be seen from a variety of perspectives, the most popular way of viewing it today is as a lack of material resources relative to a particular standard. Poverty then is a state of inequality.

Dependency is a universal characteristic of human beings. All of us, at one time or another have experienced situations of dependency. Public dependency is a special case of this universal trait. It results in many cases from defects in the way society is organized as well as from problems residing in the individual. Perhaps it is not a good idea to make a distinction between public dependency arising from individual or social factors and better to say that it occurs as a product when the individual acts in and reacts to his social environment. If we look at public dependency as a problem that arises from human interaction, we are more apt to try to discover ways of reducing dependency than attempting to lay blame for its existence on someone or something.

If we are willing to concede that public dependency is a problem that may have a host of social factors causing it, what kinds of programs of help may reduce it?

Taking into consideration all the knowledge and experience you have on public dependency, develop your own plan to reduce it.

Which aspect of the poverty problem strikes you as the most important?

Poverty: a summing up

Why?

Some people believe that if we had full employment we would have no need for public welfare. What do you think?

Of the social factors related to public dependency, which one, if controlled, would have the most effect upon dependency?



Poverty: a summing up

The Effects of Poverty and Public Dependency

There was a time when families took care of most of the important functions of living. For example, as late as forty years ago there were families that provided their children with education, recreation, occupational preparation, and the general knowledge necessary to cope in society. Today, of course, the function of the family has changed in a truly significant way. Because of these changes and the fact that the previous functions of the family have been taken over by a variety of social welfare agencies, there is a greater chance that families will turn outside of themselves for various forms of assistance.

What kinds of problems do families experience in modern society?

What kinds of problems may working poor families experience that most likely are not experienced by families of average income?

Can you think of problems experienced by publicly dependent families that are not experienced by the working poor?

Poverty: a summing up

How do the problems experienced by the publicly dependent family differ from those of the families of average income?

Word Scramble

Each of the scrambled words below suggests a condition or correlate of public dependency. Unscrambling these words is much simpler than unravelling the problem to which they refer.

Itagsm

eosrsepwl

yuetlmeponnm

nyiaqetliu

lasoia ecjnsuiti

aclosi oxeiunles





SECTION II

THE
IDEA
OF
SOCIAL
WELFARE

Social welfare in Metro City

What is social welfare? Many definitions of this idea exist; however, they are usually so fuzzy in their wording that they help little in its understanding. It might be better, rather than giving you one of these definitions, to see how the idea manifests itself in today's society and then to compare this picture of social welfare with the one that existed over one hundred and thirty years ago. In this way we may arrive at an understanding of how this important idea has developed over the years, and perhaps hazard a guess about how it may develop in the future.



Metro City, 1971: a profile

What are the basic social characteristics of Metro City? Let's take a look at some of these social dimensions.

- It has a population of nearly 220,000 of which 70,000 are under the age of 18 and 23,000 are over the age of 60. The working population numbers 99,000.
- There are 48,000 family units in Metro City; most of the population belongs to a family unit, there being only 11,000 unattached persons living in Metro. The average age of marriage in Metro City is 22, with men marrying at a slightly higher age than women.
- Nearly 9,000 of the 48,000 family households are headed by females who are either childless single women, widows, divorced, deserted or separated wives, or mothers of out of wedlock children.
- Approximately 95 percent of Metro City's population is White, of the 11,000 nonwhites 4,000 are Negro and the remainder are of Indian, Oriental or mixed ancestry.
- The rate of population increase in Metro City is 3,400 persons per year; births exceed deaths by a ratio of 2 to 1. Life expectancy for children born today is 70 for males and 73 for females. Three hundred out of wedlock children are born each year in Metro.
- The biggest majority of Metro City's people were born into a Protestant denomination. As of today 65 percent of the population have active church affiliations. The major church affiliations are Protestant, Roman Catholic, and Jewish. Three percent of the population belong to other religious groups.

Social welfare in Metro City

- Nearly 20% of the people presently residing in Metro City were born elsewhere; of this 20% nearly half were born outside of Canada; the rest of the migrants have come from the other provinces or from rural areas within the province in which Metro City is located.
- Educationally, the people of Metro City have had an average of 10 years of schooling. The educational level of the children of Metro is higher than their parents, and is climbing. Approximately 80% of those children who begin school complete grade twelve or beyond. Out of this group, nearly half go on to University or a technical college. Although the educational level of Metro City is rising, approximately 1,100 youngsters leave school every year.
- One out of every ten residents of Metro City will suffer from diagnosable mental illness during their lifetime; many more people suffer from emotional problems but do not seek professional help for them. Over 300 people enter a mental hospital each year. In addition, there are 6,200 mentally retarded children and adults.
- Approximately 1,000 children between the ages of 11 and 17 are brought before the Juvenile and Family court — because of acts of delinquency.

Economic characteristics

- Of the 99,000 persons in the labour force, 24,000 of them are women. Nearly three out of every five women that are employed are married and living with their husbands.
- 35,000 people in Metro City are considered to be in poverty. Of that group 9,000 are publicly dependent.
- Unemployment has increased during the past year; about 6% of the persons who are employable are without jobs at present.

Given these basic social and economic characteristics of Metro City, what kind of social services appear to you to be of particular importance?

Social welfare in Metro City

The Community Council of Metro City recently has published the ninth edition of a booklet that lists all the health, education, and welfare agencies that assist people who are either having difficulties coping with their problems or wish assistance in preventing problems that they anticipate. In all, there are ninety-one agencies listed. Below is a sample of the agencies that have their names in this booklet. Note that each agency tries to convey to those using the pamphlet the essential *functions* of the agency and also how the agency is *specialized*, i.e., to whom it offers service.

Big Brothers

Big Brothers of Canada is a national organization whose purpose is to promote, encourage, develop and regulate the formation and operation of Big Brother Associations in all municipalities throughout Canada, and to assist fatherless boys between the age of 8 and 16.

Basically, the Big Brother program is a child welfare service, which combines the friendship of a volunteer with skill of a social worker to help a boy who lacks the guidance of a father.

Note: Big Brothers is a privately sponsored agency that specializes in providing guided friendship to boys 8 to 16 years.

Department of Manpower and Immigration

Canada Manpower Centres provide or procure through community resources, services needed by an individual to assist him or her become more employable. The Employer Services Section carries on continued contact with business and industry to solicit job listings, gather labour market information, and promote use of the service.

Manpower Counsellors offer job applicants personal interviews, aptitude testing, vocational counselling and direction to employment, or appropriate training or re-training. These services are open to any citizen who requests it.

Note: Canada Manpower Centres are publicly funded agencies that specialize in employment services to any citizen requesting them.

Municipal Welfare Department

The Municipal Welfare Department supervises the municipal administration of public assistance to "persons in need" as provided under the General Welfare Assistance Act. This program is primarily designed to assist persons who are temporarily unable to support themselves and their dependents due to illness, desertion, unemployment, etc. A person in need is defined by the regulations as one who has budgeting requirements that exceed his income as determined under Section 11 of the Act.

General assistance includes financial assistance to cover: food, clothing, personal items, special diets, utilities, household supplies, shelter, and fuel.

Note: The municipalities and regional offices provides financial assistance to persons in need as defined by legislative act. It is a publicly funded, provincial - local program.

Social welfare in Metro City

Family Services Agency

The aims of the family service agencies are to provide personal and marital casework counselling to persons experiencing individual emotional problems, marital difficulties, and problems in parent-child relationships. The agency also specializes in budgeting counselling, and when applicable offers group counselling to youngsters between the ages of thirteen to sixteen.

Note: The Family Service Agency is a privately funded service that offers case-and-group work to persons with specific problems.

Before any definition of the words below are offered, see if you can define them for yourself.

Public Agency

Private Agency

Casework

Groupwork

Provincial-Local Program

Agency Specialization



Social welfare in Metro City

Definitions

Public Agency - *an agency whose whole source of funding comes from public revenues.*

Private Agency - *an agency whose whole source of funding comes from gifts from private donors.*

Casework - *a one-to-one method made up of a variety of tested and untested helping techniques.*

Groupwork - *a method that uses individual techniques and group processes for assisting individuals and groups.*

Provincial-Local Program - *a program where there is relationship between the two jurisdictions leading to a sharing of financial costs.*

Agency Specialization - *the way in which an agency limits its clientele*

Perhaps the fact that allows for a good deal of confusion in understanding Metro City's Social Welfare network is the recognition that a number of agencies are neither strictly publicly or privately funded, but rather a combination of both. For example, many of Metro City's "private agencies" receive nearly half of their operating funds from government sources, the other part coming from private donations to the United Appeal. In any event, few purely private agencies, i.e., those totally funded by private gifts, exist in Metro City.

There exist agencies, however that receive nearly, or totally all their funds from public funds, i.e., taxes. Within the public sector of the social welfare network are agencies that administer federal-provincial, federal only, provincial only, provincial-local, and local only programs.

Can you think of a programme that represents each of these jurisdictions or jurisdiction combinations?

Federal-Provincial

Federal Only

Provincial Only

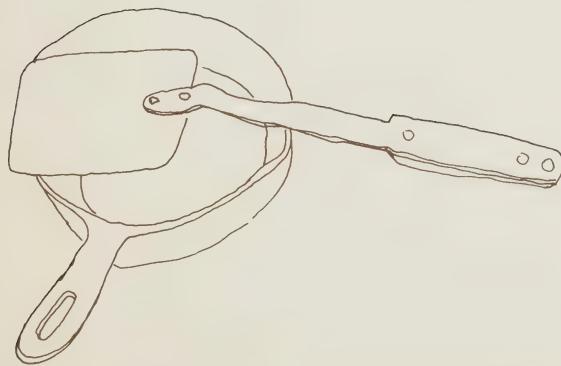
Provincial-Local

Local

Social welfare in Metro City

Can you identify some programmes in your locality that represent the combination of public and private funding?

	AGENCY NAME
Public-Private	
Private-Public	



Social welfare in Metro City

Goals of Metro City's welfare system

Although the numerous agencies that comprise what we are calling Metro City's social welfare network may exercise a variety of functions and state distinctive purposes, we can say that taken as a whole, it serves two broad purposes. First, these agencies operate to *restore, rebuild, and rehabilitate* individuals, groups and communities that have experienced a variety of problems in everyday functioning. Secondly, and as important as the first goal is that of *prevention*. The question a number of agencies address themselves to is: how to provide service or develop programs that will anticipate the problems of persons and communities? Some agencies see their goal as rehabilitative, others as preventive; most agencies in Metro City believe they have a responsibility to both goals. Below are some examples illustrative of each of these social welfare goals. How would you classify each as to its goal?

A man who has lost a leg in an industrial accident is provided a prosthesis through Workmen's Compensation and returns to employment.

Rehabilitative Preventive

The Family Service agency offers a family life education to married couples outlining the expected changes in family functioning as children grow and develop.

Rehabilitative Preventive

A Metro City Mental Health clinic identifies all newly pregnant mothers in a neighbourhood and involves they and their husbands in a preparation for parenting course.

Rehabilitative Preventive

A Metro City school social worker is asked to visit the parents of a child who is considered to be a serious behaviour problem in the classroom.

Rehabilitative Preventive

The Metro City Health Dept. provides immunization against smallpox, diphtheria, and typhoid for all newborn infants.

Rehabilitative Preventive

Immigration services offers English courses to all non-English speaking recent arrivals to Metro City.

Rehabilitative Preventive

Social welfare in Metro City: A summing up

The Metro City Social Welfare System is made up of a number of health, educational, and welfare agencies whose basic goals are the provision of rehabilitative and preventive services to individuals, groups, and communities. Some of these agencies derive all of their operating funds from taxes; they are public agencies. Others are labeled private, receiving nearly all of their finances from private gifts and donations, e.g., the United Appeal. Still other agencies represent a combination of both sectors, deriving funds from taxes and private gifts.

The reason for the social welfare network's existence is society's recognition of the difficulties inherent in living in highly technical, urbanized localities.

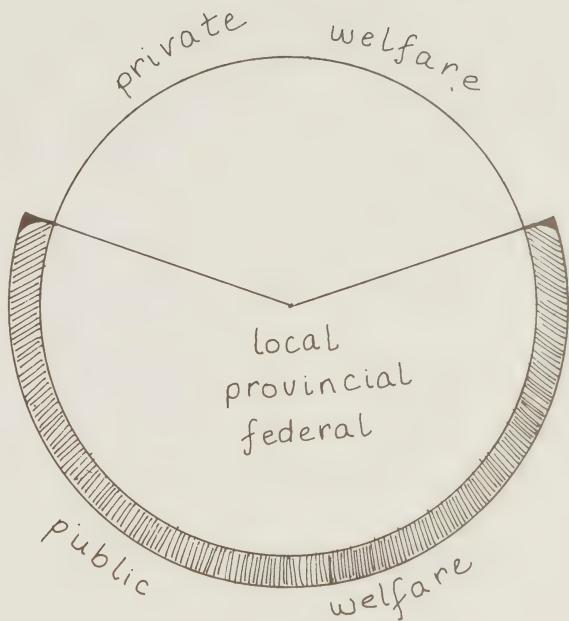


FIGURE 2 - The Metro City Social Welfare System

Social welfare in Hadley

Hadley Township, 1840: a profile

What we now call Metro City grew out of a settlement which, in the year 1819 had a population of 600 persons. Let's take a look at what Hadley township was like over 130 years ago.

- It had a population of approximately 600 persons. Little is known about the various ages of the residents. Nearly all the population worked in some capacity or another; children, as soon as they reached the age of five were given farm chores or put to work helping produce goods in the home.
- There were 70 family units in Hadley. A little more than half of its residents were attached to families: of the unattached part of its population, approximately 75% were males, who, because of the intermittent work opportunities came to Hadley and went to other communities as they learned about the chances for labour.
- Of the 70 family units residing in Hadley in 1840, nearly all the families were headed by a male. Children born out of wedlock and children of widowed or separated wives were given over to other families to work, in return for which they received food and shelter.
- Nearly all the population of Hadley was white in 1840.
- The population of Hadley remained quite stable from year to year; a balance was maintained in that the children born were cancelled by those persons who left the area to seek other work opportunities.
- Practically all of Hadley's population were of the Protestant faith. All residents attended church. Much of the town's social and recreational life centered about the church.
- Nearly 80% of the people that resided in Hadley in 1840 were born elsewhere. Of the group born outside of this community almost all claimed England as their land of origin.

There were no formal educational outlets in Hadley in 1840, other than the Sunday school. Only a handful of persons knew how to read and few knew how to write. There was some discussion of beginning a school once the community reached a larger size.

The jailroom served to hold those Hadley residents who "went crazy" or seemed "possessed". Those that did not respond to cold baths and lashes were forced to leave the community.

Children caught stealing, or in many different ways showed disrespect to their elders were whipped by their parents. Incorrigible children were dealt with harshly.

Economic characteristics

Nearly all of the men in Hadley in 1840 worked at farming activities. A few had businesses, e.g., smithing, selling general goods, and barbering. The women participated in crafts such as weaving, preparing and canning foods, and potting.

Those who were unable to care for themselves were sent to the workhouse, where in return for forced labour they received shelter and food.

Social Welfare in Hadley

Social welfare as we described it for Metro City did not exist in Hadley: there were few organized attempts to help people in need. In fact, the people of Hadley defined need in much different terms than do the people who today live in Metro City. Those that did not provide for themselves through work were dealt with, in what today, we would consider harsh ways.

Social welfare in Hadley

Another source of support for those in Hadley who experienced difficulties in living came from the church. Minister Holcombe, always active in organizing his parishioners for various causes, had formed a group that aided the migrant poor. Those in poverty, who came to Hadley but who did not plan to stay were provided with a bed and one meal a day until they left town.

Frequently, Minister Holcombe was forced to admonish those among the Hadley residents who took too hard to the bottle, and he found that the anticipation of "hellfire and brimstone" seemed to straighten out these town troublemakers for a time. Those who refused to follow or deviated from the marriage sacraments, were given strong censure and in some cases, their sins and trespasses were made public knowledge.

Figure (3) shows us the Hadley social welfare network. If we compare it with Metro City's we will note some major differences. What are they?



FIGURE 3 Hadley Township's Social Welfare Network

Social welfare in Hadley

We can see that one of the major differences between the social welfare network of Metro City and Hadley is the much greater proportion of *public* involvement in social welfare with the passage of time. Government on all levels, federal, provincial, and local now view their responsibilities toward citizen's social needs more broadly than ever before.

Another major difference between the two networks is related to the *institutional* nature of Metro City's social welfare system as compared to the *residual* characteristic of that of Hadley's. Metro City's social welfare programs do not disappear when *some* problems are solved: they remain, and are seen as established ways of dealing with problems that may be relatively common to all of its citizenry. On the other hand, most of Hadley's responses to persons in need ended with the filling of the need. We can find no booklet of social agencies for Hadley township, for no agencies as we know them today, existed.

Compare Hadley's and Metro City's attitudes about social problems.

What reasons can you give for the development of Metro City's social welfare system?

Attitudes and social welfare

Perhaps a good way to look at the development of the idea of social welfare is to see what attitudes have been associated with it during different periods of time. Below in Figure (4) is a way of showing the attitudes that were emphasized during earlier periods of historical time as well as those that are emerging today.

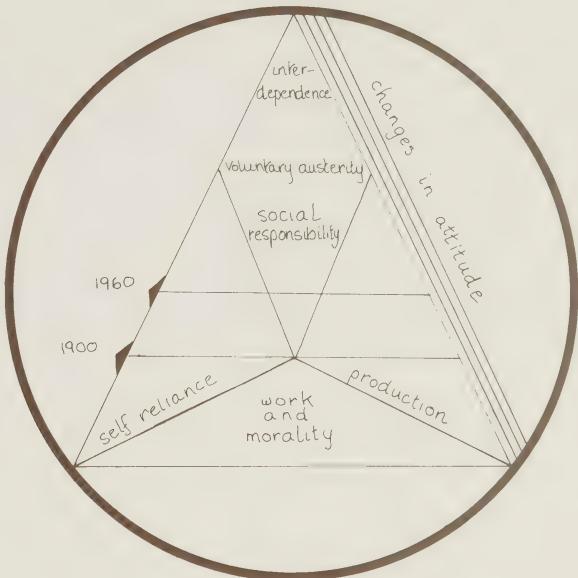
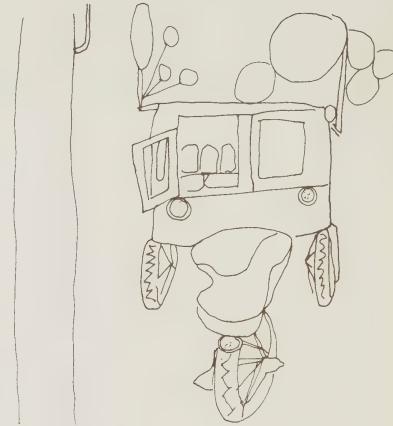


FIGURE 4 – Attitudes and Social Welfare

Attitudes and social welfare

We see that during man's earlier history, from the time of the Renaissance until the early 1900's, was a period when he believed in his rights as an individual, and that as an individual he was totally responsible for his destiny. *Self-dependence* was stressed and the role of others in society and how they affected this strong proclamation of individualism was little understood. It was the person who *produced* for himself and others that was valued, and those who did not show this productive capacity were demeaned and degraded. It was a time that was characterized by the association between the idea of *work and a person's moral worth*. To this day many of us believe that those who are not engaged in productive activity are, in some way, morally inferior.

Can you suggest how the development of social welfare was influenced by the attitudes of individualism, productivity, and work as a moral value, during this time period?



New attitudes about human nature began to emerge during the 1930's when the Western nations were devastated economically by depression. It became clear to many that most men could not control certain kinds of social and economic factors, and that a rampant individualism required change. Society, through the mechanisms of government was called upon to *reform* its institutions. Society had a *responsibility* to protect its members. Along with this idea began to emerge the notion, particularly emphasized after World War II that the major function of the societal member was *consumption* rather than production. Our ability to mass produce goods and to distribute them to a vast majority of the population helped Western societies enter into an affluent era. Whereas an earlier era had focused upon saving and thrift, the new generation had freed itself from these constraints on consuming.

Attitudes and social welfare

What were some of the developments in social welfare that came as a result of the newly emerging attitude of social responsibility?

Within the last twenty years attitudes and concepts, buttressed by the findings of social science have begun to re-emerge regarding man's place in society. Many social scientists have begun to stress the idea of man as a reservoir of tapped and untapped potentials. Their work has illustrated and confirmed the idea that man's capacity for creativity and imagination is limited basically by his environmental resources and his ability to understand himself.

One other attitude that is now regaining recognition is that of *citizen's rights*. As organizations have grown large and complex, they in many ways have lost touch with the people they normally serve. The tasks of these organizations have taken precedence over the spirit and humanness that is required for task effectiveness. Citizen's awareness of and concern for their rights is a way to aid organizations in doing their job better: by calling the organization's attention to its proper duties and obligations, citizens make them more sensitive to their role.

Suggest some of the ways the emergence of such attitudes as human growth and citizen rights may effect the future development of social welfare.

Attitudes and social welfare

Analyzing editorial attitudes

Below is an editorial taken from the July 9th, 1971 Globe and Mail. Read it carefully with the idea in mind of analyzing the attitudes the Globe and Mail puts forth regarding welfare.

TAKING A LOGICAL WELFARE COURSE

"A plan to investigate whether welfare funds are finding their way into the proper pockets and in the proper amounts was announced this week by the Ontario Social and Family Services Minister. He is asking for enough money to hire 15 to 20 investigators whose task will be to uncover instances of fraud whenever they are found.

We can imagine that in certain quarters eyes will narrow with suspicion, just as they did when the Minister suggested that it might not be unreasonable to ask a single, able-bodied man to accept free transportation to the nearest job rather than to continue to survive on welfare payments.

It says quite a lot about the kind of attitude toward welfare that has been allowed to develop in recent times, that the mere suggestion of weeding out the undeserving, auditing the books, or urging the reluctant to become self-sustaining, should bring cries of protest. The Minister will be assailed as the advocate of a poor-house philosophy, no doubt hungering for application of the means test in its most humiliating form.

Some sensitivity on these matters is understandable among those old enough to know the bitter taste of welfare as it was dispensed in the bad old days. But we will have arrived at the absurdity of an opposite extreme if we hold welfare to be so sacred a right as to be beyond scrutiny, irremovable and irreversible.

It is possible surely, without returning to the days when inspectors insisted on looking under every mattress, to strive for a system that is not weakened by abuses. After all, if the object is to see that money gets to the right places (to those in greatest need), a reasonable first step is to see that less of it trickles to the wrong places.

We are not necessarily referring to fraud in the larcenous sense. In any system as large as the one (more than one, really) now in operation it is almost inevitable that it should fall prey to a highly sophisticated form of milking — perhaps just this side of legality, but nonetheless morally indefensible and detrimental to the objectives of the basic system.

That much-maligned group of squares known as wage earners (and regarded by some as victims of the Protestant work ethic) may have some distance to go toward comprehending the philosophy of the new life style. As products of the old math, they will also have some difficulty with the equation in which everyone would have welfare and no one would be working to pay for it. Oh well, if they can't grasp it, their children will.

Prime Minister Pierre Trudeau has quite rightly rejected the mailed-fist technique of forcing all able-bodied employables to work or forfeit their unemployment insurance benefits. But somewhere between a rigid ultimatum of this sort and a pathetic readiness to accept more and more passengers until the decks are awash, there must be a reasonable course.

There are kinks in the welfare system and if they are not straightened out we could pay a very heavy price. Not just in misspent funds; not just in the possibility of extreme reaction; not just in the cultivation of the erroneous idea by some that the world owes them a living; not just in the corresponding neglect of real need; but also in the simple loss of productive power in a country that has a long way to go."

Attitudes and social welfare



Essentially, what does straightening out the welfare system mean to the editorial writer?

What is the editorial writer's major reason for wishing the "straightening out" of the welfare system?

Attitudes and social welfare

Do you believe that this reason as stated in the editorial is the best reason for improving the welfare system? State the reasons for your answer.

State your position in regard to this editorial. Agree. Disagree. If you disagree, what position do you propose as an alternative to the one taken by the editorial?

The editorial discusses the "poor-house philosophy" as well as the "new life style". Can you briefly describe what is meant by each of these terms?

Attitudes and social welfare

Conclusion

Social welfare as an idea has its roots in the beginning of human history, when man first recognized his need for mutual aid. Economic realities considerably affected man's wish to help others throughout the greater part of recorded history; only relatively recently has man been affluent enough to give credence to the principle of welfare as a right of common citizenship.

The idea of social welfare has been modified by the emergence of attitudes about man's nature that have evolved through time. From an approach that emphasized punishment for those unable to conform to societal demands, social welfare has developed into an idea that stresses all men's right to a decent life. We can characterize the development of the idea of social welfare as a widening level of concern by society for all its members.

The game of social balance

John Kenneth Galbraith has an idea that goes something like this if private enterprise produces so many units of a product, the public sector will have to spend so much money to counteract the effect of this production. For example, the increasing and continuing production of cars requires heavy public spending for roads and highways. Below are a number of activities engaged in by the private sector. Choose an appropriate public action that coordinates with the private one.

PRIVATE SECTOR	PUBLIC SECTOR
Production of commercial aircraft	
Use of technicians and specialists	
Production of throw-away bottles	
Production of food	
Building factories in suburban areas	
Policy of retirement from work at 65	

Attitudes and social welfare

Public welfare has grown proportionately greater than private welfare. Will this trend continue in the future?

What do we mean when we say that people are socially interdependent?

Give a reason for your answer.

What will the welfare assistance programs be like in the year 2,000?



SECTION III
INCOME
MAINTENANCE
AND
SOCIAL
WELFARE

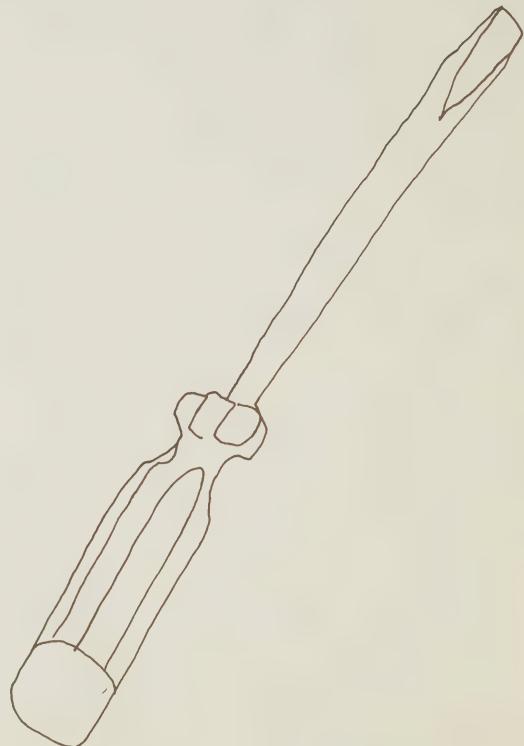
A. The purpose of income maintenance

1. George Carmichael has been laid off and is now receiving unemployment insurance.
2. Mary Allison, an employed widow with four children receives family allowance.
3. Alphonso Lombardo, whose unemployment insurance ran out two weeks ago, has applied for General Welfare Assistance.
4. Ronald Orly and his wife receive benefits through the Canada Pension Plan.

All of the above examples of income maintenance are also illustrations of *income protection*, for their purpose is to reduce financial uncertainty, alleviate temporary financial hardship, and prevent or reduce poverty for the large number of citizens who may be expected to participate in the labour force.

5. Ann Wilson, a deserted mother with three children has recently been found eligible for the Family Benefits program.
6. Henry Gumprecht, a retired policeman receives Old Age Security and Guaranteed Income Supplement each month.
7. The Wastrick's family consists of the parents and four children. Mr. Wastrick works seasonally. Without the family allowances that Mrs. Wastrick receives the family would be in serious financial trouble.

These last three examples demonstrate the idea of *income support*, i.e., those measures aimed directly at persons, who, for reasons beyond their control cannot enter the labour force.



B. Income maintenance programs

There are a variety of income maintenance approaches. Let's name these ways of helping people maintain income and then see which specific programs fall under these approaches.

1. *Social Assistance* — this is an approach that helps people who, for a variety of reasons, are unable to support themselves.

- a) a wife is widowed and left without support for her children;
- b) a husband is laid off seasonal work;
- c) a war veteran finds himself in need due to cutbacks in his working hours.

What social assistance programs would you refer these persons to?

a)

b)

c)

2. *Social Insurance* — this approach aids persons whose right to benefits is determined by their previous contributions or earnings or coverage under the program. Some examples of when social insurance is required and provided are:

- a) a man's earnings are temporarily interrupted due to unemployment;
- b) a worker in a "covered" occupation is injured while on the job;
- c) a man retires with his wife at the age of 65.

What social insurance programs would these persons be eligible for?

a)

b)

c)

B. Income maintenance programmes

3. *Guaranteed Income* — under this approach the level of benefit is most usually related to the income of the beneficiary. At present, the only example of guaranteed income in Canada is the Guaranteed Income Supplement that is provided to everyone on Old Age Security and who has no other source of income.

4. *Demogrant* — under this approach benefits are paid to all those in a certain age category, with residence being the only other qualifying conditions. Who is provided with demogrant benefits?

- a) a man receives benefits when he becomes sixty-five years of age;
- b) a woman receives a monthly cheque of \$16.00.

Can you identify the demogrant benefit programs that serve the above situations?

a)

b)

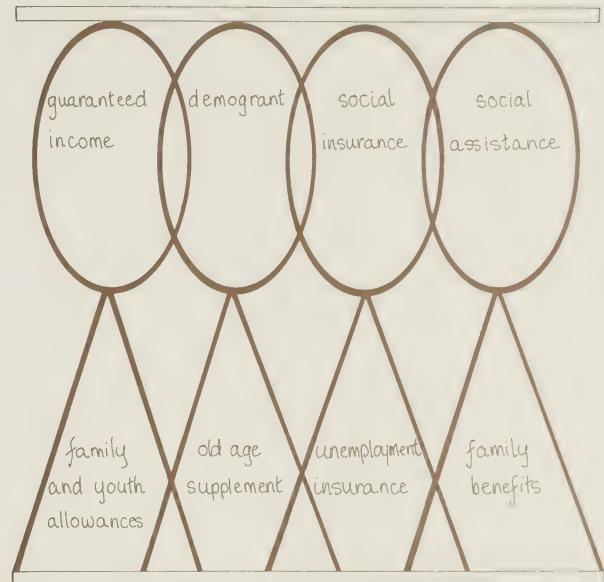


C. Income maintenance and other social welfare programmes

Case history

Charles Finlay — Mrs. Finlay and their two children were recipients of Family Benefits. Early in May of 1971, Mrs. Finlay became emotionally disturbed and according to the caseworker, Miss Rushke, required immediate psychiatric care on an in-patient basis. On the basis of urgent need, homemaker service was provided, and Mrs. Finlay was admitted to a mental hospital for intensive care. The homemaker remained in the Finlay's home until July, 1971 when Mrs. Finlay was discharged from hospital as improved.

Would you have chosen homemaker service as the appropriate social welfare program to ease the crisis experienced by the family?



If not, what other programs or services would you have considered?

FIGURE 5 — Methods of income support and protection

C. Income maintenance and other social welfare programmes

Case history

Harry Bauer -- Early in January, 1971, Harry Bauer was laid off his job as a milling machine operator at Hairstrom Manufacturing Ltd. Eligible for unemployment insurance, Bauer began receiving his benefits two weeks after his lay off. At the time of his application for unemployment insurance he was referred to the industrial section of Canada Manpower. Assigned a counsellor, Bauer was told that he would be expected to search for employment, and that as soon as a job was found through Manpower that suited his skills he would be referred to it. Three weeks later, Bauer received a call from his counsellor who gave him the name of a company that was looking for an experienced milling machine operator. Bauer was hired and upon starting to work his unemployment insurance was terminated.

What are the eligibility requirements for unemployment insurance?

What are the advantages of having a relationship between unemployment insurance and manpower services?

Case history

Chari Pandra -- Mr. Pandra suffered a severe pelvic injury when a towmotor lift truck accidentally struck him. While lying in traction, Miss McCarthy, a representative from Workmen's Compensation visited him. He and his family were to receive benefits for the time he would spend as a disabled person. Once out of the hospital, he was referred to a centre for physical rehabilitation. There he spent many hours in physical therapy and was gradually re-introduced to the world of work by his participation as a part-time employee in the Centres' sheltered workshop. Approximately one year after his accident Mr. Pandra was able to return to his former job. He periodically saw Miss McCarthy for discussion concerning his readjustment to full-time employment.

How do you determine whether a worker is eligible for workmen's compensation?

Vocational rehabilitation is a specialized field. What is its aims and purposes?

C. Income maintenance and other social welfare programmes

What is a sheltered workshop?



Case history

Lottie Carlow – Mrs. Carlow lived by herself and was supported by Old Age Security and Guaranteed Income Supplement. In the last few months, her neighbours have noticed that Mrs. Carlow has been less tidy about her person and that in conversation she seemed confused and disoriented. Mrs. McElroy, her next-door neighbour phoned the Elderly Persons Centre whose director promised that a member from the Centre would drop in to see Mrs. Carlow the next day.

What other possible resources could Mrs. McElroy have tapped in attempting to provide Mrs. Carlow some help?

Protective services exist for children. Do you think that there should be such services for the aged? Explain your answer.

C. Income maintenance and other social welfare programmes

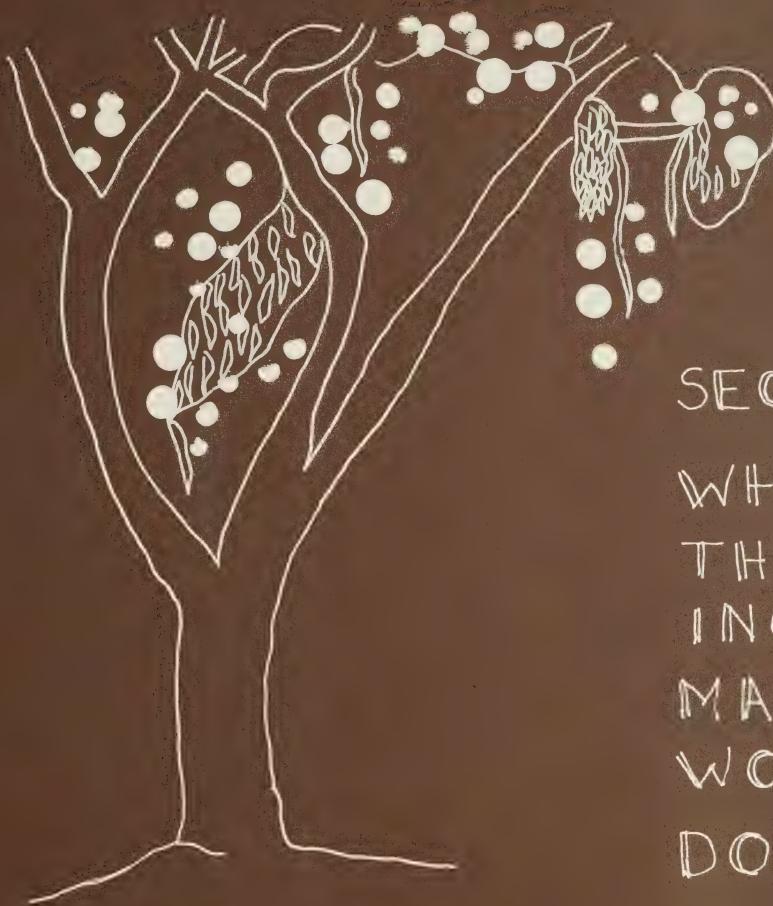
Conclusion

Income maintenance programmes have two basic goals: to support and protect income. A variety of governmental programmes have been devised to meet these goals. Some of these programmes ask that the person receiving financial aid contribute to the programme's fund; others do not make this request, only asking that the applicant represent himself fairly and honestly. Programmes to support and protect income are an important part of the social welfare network that aids persons placed in financial jeopardy. But it is only one part. Direct services to individuals and families are necessary too, if people are to maintain and restore themselves for adequate social functioning.

How is the money raised for each of these programs you have, or may, in the future participate in?

What kinds of income maintenance have you received or anticipate receiving in the future?

What improvements do you see as necessary in our income maintenance programs?



SECTION IV

WHAT
THE
INCOME
MAINTENANCE
WORKER
DOES

The interview

What the income maintenance worker does

As an income maintenance worker, you know that your day at work is filled with a host of activities and tasks. Take some time now to write down all the different kinds of activities you are involved in during the day.

A good communicator:

Listens	Answers questions
Understands	Speaks clearly
Asks questions	Speaks concretely

At first glance this list of communication skills looks as if it is simply a catalogue of abilities that nearly all of us possess. This is clearly not the case. We possess these communication skills in varying degrees. Some persons may be particularly skillful in asking the right question; others may have a good deal of ability in understanding. A goal to work toward is some skill in all communication qualities.

Most communication takes place in a formal situation that is called an *interview*. Perhaps, the best way to define an interview is to say that it is a *discussion between two or more persons wherein one of these persons takes responsibility for guiding it*. Additionally, all persons involved in the interview have a purpose for participating in it.

The interview has some interesting characteristics; without being aware of them it is doubtful that effective communication between persons can occur.

1. *The interviewer has power.* In other words, he is in a position in which he can either positively or negatively influence the person he is interviewing. Unless this aspect of the interviewing situation is carefully understood, many of the reactions of the persons you interview can make little sense. For example, clients may react to you with *fear or anxiety* because of their previous experiences with persons who held power over them.

a) Helen Harris — *The municipal welfare worker tried to put Helen Harris at ease when she applied for welfare assistance. However, as she began to ask Miss Harris questions for informational purposes, the worker noticed that the applicant was becoming extremely angry. She answered questions without giving the necessary information, and it was the worker's opinion that Miss Harris was trying to provoke her.*

Carrying out all the tasks and activities you have just listed requires you to perform some very basic functions in the art of *communication*. Without being skilled in them, it will be difficult to perform your daily activities. Below is a list of some of the skills necessary for good communication.

The interview

Describe as best you can, the kind of power relationship that Helen Harris may have experienced with those persons who had reared her.

What do you think is the best way of handling an interview with a client who has concern about the power of the worker?



The interview

2. All persons participating in the interview have *goals* and *purposes*. The interviewer should have a clear purpose for conducting a particular interview. For example, one reason for conducting an interview is to establish eligibility by eliciting from the applicant the appropriate information. The applicant's goal for participating in the interview may or may not coincide with that of the interviewer's, or as is frequently the case the applicant may have conflicting goals over his participation. If the interviewer's and the client's goals mesh, then, most likely there will be relatively few problems in communication during the interview. However, if the client's goal is different from the worker's, or if he holds two goals that are at cross purposes, there is a very good chance that there will exist problems in communication.

a) *Walter Gerbosch – Just released from jail, where he had served thirty days for creating a public disturbance. Walter Gerbosch was referred for general welfare assistance, as he had no means of support and had been unable to find employment prior to his confinement. Walter did not want to apply for welfare assistance but the jail authorities had made it a condition of his release. As his eligibility interview progressed, Walter became increasingly uncooperative and uncommunicative*

Does everyone who applies for welfare assistance wholeheartedly wish to be made eligible?
Explain your answer.

How would you attempt to reduce the discrepancy between the worker's and Walter's goals?

The interview



3. The interviewer has two basic functions: he must accomplish his task, i.e., *reaching the goal* he specifies for the interview, and he must do so by providing the client with a secure and non-threatening *context* for communication to take place. If the client feels relaxed and secure, he will be quite likely to communicate freely.

Before continuing, see if you can fill in the missing word in each of the following sentences.

The interviewer must be aware of his _____ to influence the client. Each interview that the worker conducts should have a _____ or _____

Communication is enhanced when the worker understands the _____ of the client.

If the worker can provide the appropriate _____ for the interview, he is likely to enhance the client's willingness to _____

4. The interview has a *structure*. It has a beginning, middle, and ending. Each part of the interview has a purpose.

The *beginning* of the interview is used to provide the context for communication and to introduce its topic. The *middle* is utilized to elaborate and discuss the topic in its various aspects. Finally, the *ending* is concerned with the discovery of some course of action that will lead to solution of the client's immediate problem. An ending is reached when the worker and client have gained some sense of achievement.

The interview

Do's and don'ts in interviewing

Do's

1. Do be respectful and courteous.
2. Do be on time for the interview.
3. Do listen carefully to the client.
4. Do ask questions when the client is unclear or you don't understand him.
5. Do accept the client as a conversational equal during the interview.
6. Do explain to the client the specific functions of your agency and what services it can provide.

Don'ts

1. Don't hurry through the interview.
2. Don't interrupt the client while he is speaking.
3. Don't use technical language (jargon) when speaking with the client.
4. Don't use big words when small ones will do.
5. Don't promise the client help you can't or are not sure you can deliver.
6. Don't understand the client too quickly.

As you gain experience you will construct your own list of interviewing do's and don'ts. List them here.

Do's

- 1
- 2
- 3
- 4
- 5
- 6

Don'ts

- 1
- 2
- 3
- 4
- 5
- 6



Referral

Quite frequently workers are required to refer the client to another social service. *Referral* can be defined as a process whereby the client's unmet physical, emotional, or social needs are met through the discovery and provision of an appropriate community service.

There are three questions the worker must answer before initiating a referral: *when*, *where* and *how* is he to refer? Let's look at each of these questions separately in order to get an idea of how the referral process works.

1. When to refer

A referral is in order when we learn that the client requires a social, health, or educational service in order to maintain or improve his living conditions or social functioning. How do we discover that the client has such a need? It may become apparent through observation of the client's circumstances, or the client may tell us what his needs are.

Below is listed a number of community social services. For each of these services, suggest a problem that would necessitate a service from the agency.

COMMUNITY SOCIAL SERVICE	PROBLEM
Family Service Agency	
Juvenile and Family Court	
Manpower Centre	
Homemaker Service	
Human Rights Commission	
John Howard Society	

Think of a client in your caseload that needs a referral, or that you have recently referred to a social service agency. How did you discover that this client needed to be referred?

Referral

2. Where to refer

The question of where to refer a client in need is related to: the social service resources already established in your community, and your capacity as a worker to discover potential community resources.

Community social service resources

Most communities produce and publish a listing of all known community social services. In these booklets is listed the agency name, its address and phone number, and a brief description of its functions and services. Such a listing is usually published by the local community welfare council or social planning body. The Ontario Welfare Council publishes *The Province of Ontario: Its Social Services* which serves to bring together all the known available services in the province. The address of the Council is 22 Davisville Avenue, Toronto 7, Ontario.

Perhaps, if your community does not have such a publication you may wish to develop one. You can start this way:

1. write down all the community social services known to you;
2. ask your colleagues to add to this list;
3. send this list to the agencies mentioned by yourself and your peers, and ask them to add to it, if possible;
4. once a comprehensive list has been compiled, convene a meeting of agency representatives to determine publication resources, e.g., finances;
5. publish and distribute booklet to all community service agencies and other interested parties; and
6. update booklet periodically to account for the development of new services.

Discovering new resources: Frequently, potentially useful social services are hidden from view. Some services are grossly under-used and little is known about them. Many individuals and groups oftentimes wish to serve if only given some guidance and direction. The creative worker can meet client needs by actively seeking in the environment for specific services and goods. For example:

1. one worker has visited a diaper service and has arranged with them to obtain all their discarded diapers; these will be distributed to needy clients;
2. another worker has solicited the services of a bank manager, and has set up a course for clients in budget management with the bank manager as teacher;
3. still another worker has encouraged the development of a client babysitting cooperative;
4. three workers have organized a family life education course for clients by encouraging twelve couples to meet regularly for discussions of family life.

There are *gaps* in service, and frequently active exploration of the community will not fill them. Gaps in service do not always occur because the services do not exist; rather, gaps occur when agencies define their services in specific ways. As you can see in table (1) there are a number of ways in which agencies limit their service to clients. The case described below is a classic example of how a gap in service is created by agency definitions of service.

Referral

"Two boys, 10 and 11, are bedridden and paralyzed with muscular dystrophy. Prognosis is death within five years. Previous aid through the Crippled Children Commission has been terminated upon diagnosis, owing to the poor prognosis and the unavailability of hospital care for purely custodial cases. After full investigation by welfare, educational, judicial, and private agency personnel, no aid was given. At last contact, the mother was caring for these boys together with other children, in a house with no plumbing, and with no help other than that supplied by an occasional visit from an orthopedic therapist and a volunteer neighbour who read to the boys one afternoon a week. The judge of the juvenile court reported that the marriage of the parents appeared to be in jeopardy, as a result of long physical and mental strain. Reasons given by various agencies for not extending aide were:

1. Juvenile Court: no neglect or other basis for jurisdiction.
2. Health Department: no local health department.
3. Welfare and Relief Authorities (state and county): father is employed and thus ineligible for financial assistance; suggest foster care through special educational services.
4. Crippled Children Commission: statute interpreted not to authorize home care.
5. Local School: insufficient personnel to furnish home tutoring.
6. State Department of Public Instruction, special services division: locality not eligible for state-furnished special services.
7. Michigan Society for Crippled Children and Adults, Inc.: public agencies could help if they saw fit; private agency should not invade public agency field."^{*}

^{*}Case reported in Harold L. Wilensky and Charles N. Lebeaux, *Industrial Society and Social Welfare*. New York: The Free Press 1965, pp. 250-251.

BASES OF SPECIALIZATION	EXAMPLES
1. Purpose	Public Assistance
2. Skill	Casework
3. Clientele	Children
4. Auspices	Government-private
5. Geography	Geographic jurisdictions

TABLE (1) — Bases of specialization in social service

Filling in service gaps

There are at least three ways of filling in service gaps:

1. as described above, the worker *canvasses the environment* to discover ways of meeting client need;
2. the worker may analyze the community to see whether its set of institutions, e.g., political, religious, social, and educational can be of benefit; and
3. the worker can help to shape and possibly develop new services of both a remedial and preventive nature by documenting that such need exists.

Let's discuss the second way of filling service gaps.

Referral

Analyzing your community: Frequently, there exists in your community a variety of organizations and institutions that would be interested in offering assistance to agencies if only approached. Some of these organizations might be interested in providing a *remedial*, individualized service, e.g., obtaining eye glasses for a single client, whereas others may be more inclined to dispense a preventive service, one in which larger groups of clients are reached and served in such a way that problems are anticipated and the strengths and skills necessary to cope with them are provided.

List below the possible sources of help you believe might exist in your community. Indicate whether they are remedial or preventive by a checkmark in the appropriate column. What kind of help would be delivered?

Sources of help Remedial Preventive Kind of help

Have you considered the various religious organizations in your community? Often, they offer a host of social services that are not well publicized. Businessmen's associations such as the Lion's, Kiwanis, and Rotary Clubs may show interest in providing remedial or preventive services to clients. Large business organizations sometimes wish to contribute help to individual families.

List the types of organizations similar to those mentioned above that exist in your community.

Referral



Let's turn now to the *third* possible approach to filling a service gap

Helping develop new services: There are times when your resourcefulness fails to provide the appropriate service for clients. It will occur to you, that oftentimes the services you are attempting to provide, are those that are regularly missing in your community. Many clients must be without service due to this gap. What can you do to change this situation?

1. rooting the idea - your first step is trying to convince others that a service need does exist. Do this by:

- a) writing out the problem in service need clearly so that you can discuss it clearly;
- b) consult your fellow workers to determine whether they have experienced the same service gap; enlist their support for further possible action;
- c) bring the documented facts of the service problem to the attention of your supervisor (present him with the facts in written form); and ask if a staff meeting could be held to discuss the problem;
- d) encourage the formation of a fact-finding committee to further document the need for service.

2. informing relevant others of service need - you may be involved in this second step by:

- a) bringing the data gathered to the attention of a body that has the power to take action;
- b) using the media, e.g., radio, T.V., newspapers, to publicize the service problem;
- c) encourage others to write letters to the editor.

Referral

Below is a case example of how a worker's alertness and initiative led to better service delivery for clients.

The \$100 Needs Grant – Al Brofmon a worker in municipal welfare noticed that whenever a client requested special assistance the implementation of the request set in motion a process that took weeks before the client received his request, and also took up large amounts of staff time. One day he calculated that the staff time and labour it took to fill a client's request for an \$11.00 item cost the Department over \$100.00. Brofmon discussed this finding with his peers, who too, had experienced frustration with this kind of agency policy. Together they wrote up their findings and presented it to their supervisor. It was soon brought to the attention of the Director of Services, who called for a committee to be appointed regarding the problem. New policy was formulated and it was decided that workers could grant special assistance as long as they had their supervisor's verbal agreement to it. The process was reduced from an expensive two weeks, to several minutes.

3. Skills in service referral

Referring a client to a service agency is not a simple matter of telling him where the agency is located. A number of important steps are involved.

1. discuss thoroughly with the client the purpose of the referral. Let the client know why and how you think the service will help him;
2. contact the agency to which you wish to make the referral. Discuss with them the important aspects of the client's problem. The agency may ask you for a written referral stating the client's problem and other pertinent material about he and his family. Make sure your written material is to the point, clear, and readable;
3. when the referral is accepted, get an appointment time from the agency and give this information to your client (often the agency will wish to contact your client by phone or letter);
4. make sure your client knows the time of his appointment, where the agency is located, and who he is to see when he arrives;
5. more times than we realize, clients fail to keep their referral appointments out of fear or shyness. If this is the case, offer to accompany them to the agency. Your support may be all that's needed to help them to keep their appointment; and
6. request information from the agency periodically about your client. This may be received by phone or written material.

A portrait of the good worker

The good worker is *empathic*. He sensitively understands others and shows that he understands by communicating to clients his awareness of their feelings and thoughts. The worker that clients find beneficial is *nonpossessively warm*, accepting the client's experience as part of another human being without imposing conditions upon that acceptance. The good worker is *genuine*: he is deeply himself when he interacts with clients. *Phoniness* and putting up a front of rigid professionalism are not part of his make-up. Finally, good workers communicate in *clear* and *concrete* language, rather than using vague words and abstract terms in communication.

An explanation of the portrait

If someone said to you, "all you have to do to be a good worker is to be warm, empathic, genuine, and concrete" you might agree and all to readily admit that these are qualities you already possess. Unfortunately, few of us have been lucky enough to have experienced almost all of our life events as positive. Important people in our younger years may have treated us in ways that make some of us somewhat defensive, or, at times unfeeling, or even detached.

At one time it was thought that good workers were "born and not made", and that there was little we could do to improve upon the qualities that are important for effective social service work. Now we know that this is not so. Social scientists have invented ways of helping us improve our abilities. What follows in the next section are some exercises that, if worked upon diligently and conscientiously should help you improve upon your abilities.



A portrait of the good worker

Empathy Exercises

Simply put, empathy is the ability to place yourself in another's shoes and to feel and imagine what a person may be feeling in his particular situation at a particular moment. Empathy then, is a creative and imaginative act.

Using your imagination: sit in a soft, comfortable chair or lie flat in bed. Close your eyes. Imagine yourself floating on calm water. Concentrate on your toes, legs, thighs, stomach, and arms, and as you do, relax them. Lie quietly for a few minutes before beginning exercise (a).

a) imagine yourself being interviewed for a University bursary. Visualize each condition you have undergone before having reached the point of application, e.g., imagine having exhausted your savings, being unable to borrow money privately, etc. Once you have imagined yourself into the role of bursary applicant, visualize these scenes in your mind:

1. imagine how you would feel the evening before the interview:
2. imagine yourself sitting in the application office waiting for your interview:
3. visualize being interviewed by a bursary officer that mechanically obtains the facts about your financial need.

Write down your reactions and feelings to each separate visualization.

a)

1

2.

3

A portrait of the good worker

a) Practice this exercise by changing the conditions that bring you to apply for a bursary. After each repetition write down your reactions to it. Note any differences in your reactions as you repeat the exercise.

a)

1.

2.

3.

b) Imagine yourself applying for a bank loan, vary the reason for your application each repetition of the exercise. e.g. for a car, to consolidate and pay off your bills, to make home repairs, etc. Once you have imagined yourself into the role of applying for a loan, visualize scenes 1, 2, and 3 as you did in exercise (a). Write down your reactions to each part of this exercise.

b)

1.

2.

3

A portrait of the good worker

b).

1.

c) imagine yourself coming to apply for welfare assistance for the first time. Visualize each of these conditions as having led up to your application: you have lost your job, were unable to find another, had exhausted your savings, and borrowed money. Now that you have imagined yourself in the role of welfare applicant, visualize steps 1, 2, and 3 as you did previously in exercise (a) and (b). Write down your reactions to the visualization.

c)

1

2

2

3

3

A portrait of the good worker

c)

Compare your reactions to these different imagination exercises
Did you have the same or different kinds of reactions in applying
for the bursary and bank loan as you did in applying for welfare
assistance?

1.

2

If you had different reactions explain why

3

A portrait of the good worker

Identification: consciously note the aspects of a friend or acquaintance that you perceive as similar to your own. Examples of things to look for are: the way the client talks, dresses, wears his or her hair; the attitudes expressed by the person, the feelings the person demonstrates; the person's facial or bodily characteristics, etc. Note your reactions to these similarities. Answer each of these questions in turn:

- a) how do you react when you perceive a similarity between yourself and another?
- b) how does the perceived similarity between you and the person make you feel toward him? Does it make you feel empathic toward him or not?

PERSON 1.
Perceived similarity

Your reaction

Your feelings



A portrait of the good worker

PERSON 2.

Perceived similarity

Your feelings

Your reaction

PERSON 4.

Perceived similarity

Your feelings

Your reaction

PERSON 3.

Perceived similarity

Your feelings

Your reaction

A portrait of the good worker

Feeling Recognition: Without any effort to consciously control them, write down your thoughts and feelings about each of the following words and terms.

Interview:

Angry:

Relationship:

Money:

Rich:

Insecure:

Dependent:

Poor:

A portrait of the good worker

Need Help:

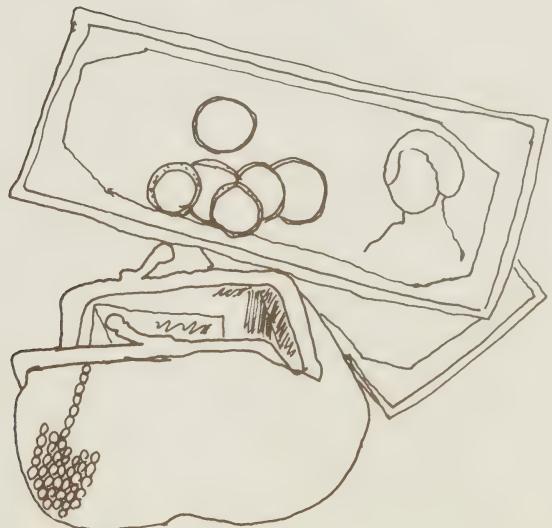
Don't be concerned if many of these words and phrases drew from you surprisingly strong feelings. It would be expected that some of them would elicit such reactions from you. Perhaps, the most important part of this exercise will result from your continued consideration of these words and terms and how you feel about them. Once you are consciously aware of your feelings about them, you then have an opportunity to think about and discuss them with your peers.

Public Dependency:

Work:

Asking for help:

Anxious:



A portrait of the good worker

Empathy Training: Below are a number of statements that express client feeling and content in a variety of problem areas. Try to think of the client simply as a person who requires your help in a time of need. Respond as you would to anyone who needs help. The important point to remember is that your response should match in feeling and content the problem expressed by the person.

Begin by writing down the problem or concern the person is expressing. Once you have done this, formulate a response that you believe would be helpful to the client. For example:

Client: Well, I'm still finding it quite hard. There's time when you wish you had someone to talk to. Well, he's not here, you just can't talk to him anymore. It makes it hard because the children, they remember him, and the baby she loved her daddy so much that she just calls for him all the time. That doesn't help matters too much you know. You try to adjust yourself and of course you know our whole family was very close. They loved their daddy and he loved them (almost in tears).

Helper: It must be extremely hard for you and your family to carry on now that your husband is dead.

In this example the worker recognizes with the client the difficulties and pain associated with the loss of a loved one.

After you have responded to all the client excerpts, ask a friend, perhaps a co-worker to rate them. He should do this by placing a 3 beside a response he considers as very helpful, a 2 next to a response he believes is good, and 1 next to a response he considers not very helpful. Discuss your response with a peer; what are his reasons for rating it as he did. How does he think you can improve upon it? How do you think you can?

Client Statements

C - Client

W - Worker

C: No matter what I do, there just isn't enough money for us at the end of the month. We just don't get enough money. I don't see why the government can't allow us more. It's not right.

W:

Rating

C: I've gained a lot of weight, I'm overweight, just the last couple of years, the more I put on the worse I feel. I weigh thirty pounds more than I did a year ago. Maybe I should do something about it but I can't seem to start.

W:

Rating

A portrait of the good worker

C: Well, uh my last job, let's see, back in September – didn't pay much but it was a job . . . had my own money coming in anyway. Makes a difference to know it's your own money.

W:

Rating

C: So this guy began to come around, and, uh, he was kinda nice, not like my other boyfriend. He was good to the kids, ya know, kind of sweet . . . well, you might as well know, I'm going to have a baby!

W:

Rating

C: And then the children come home from school, put on the T.V. Before I know it the house is all messed up (getting upset). Then he comes home soured to the ears (starts to cry). It's all his fault. He's rotten, that's all, and I want a divorce.

W:

Rating

C: I don't care what they say about him, those teachers in school are picking on Jim . . . why he couldn't have done what they said he did. He's good at home. He's never stole before, and he gets enough here . . . why should he take someone's pen. It's . . . I don't know (exasperated)

W:

Rating

C: (Angrily) Why can't he go to the clinic with the children sometimes? I'm tired.

W:

Rating

C: It started years ago. We've been fighting for years. Oh, we make up for a while, things go alright and then boom, there's another brawl. I don't mind the words but when he starts hitting. Why bother talking about it, it will never end.

W:

Rating

A portrait of the good worker

C: Of course I don't look like I used to, I was prettier then. When I got my hair fixed and put on a nice dress I could really look pretty. Not that I couldn't now mind you. You think I couldn't do better . . . look I could go out on that street all prettied up and inside a half an hour have a man.

W:

Rating

C: When I was younger, I had this terrible feeling about myself . . . I thought that no one could ever like me. I feel a little differently now, a little more sure but every now and then the bad feeling creeps back. I kinda feel like that now, and I think it has something to do with me not working at all.

W

Rating

C: Here you are offering me this chance to get training. What good is it? Why bother? It won't work I tell you. Just another time wasting program. What's the chance of getting a job afterwards. I bet there's none. Train a guy, then leave him out in the cold.

W:

Rating

C: I think if I could get out once in a while, maybe an evening or so, well, I just wouldn't feel so bad. I used to work, you know, before the children came. I don't mind taking care of them but I wonder if it would be best if I got out more. Maybe I wouldn't feel so lonely.

W:

Rating

A portrait of the good worker

C: Two years old and still messes in his pants . . . if he does it again, I'll kill him (angrily). How would you like to go around all day cleaning up messes. I don't care about these dumb ideas they have about raising kids, when I was raised my parents were tough, and that's the way I'm going to be.

W:

Rating

C: You see, the uh, last time I was coming down from it, it was bad, real bad, thought I was going to die, wished I was dead really, and so I said, no more for me, no sir, no more. Not on your life.

W:

Rating

C: You seem to be more interested in getting things down on paper than anything I say to you. Don't you care?

W:

Rating



SECTION V

SOME ISSUES

The trouble with organizations

We can say that individuals have two basic categories of needs: (1) those that must be fulfilled if they are to survive, e.g., the need for oxygen, food, water; and (2) those that are related to changing the world in some identifiable way. Here we are talking about the need to do something that has meaning to the individual, to master an activity, to reach an important goal, to achieve.

As do individuals, so too do groups have these two different kinds of needs. A group of people may come together for the express purpose of getting something done, for example, to provide clothing for needy children; nevertheless, a goodly proportion of this group's time will be spent in activities and discussion that directly has little to do with the group's major purpose. The time is spent in *maintaining* itself as a working group.

Organizations too, balance their activities between those that are goal striving and those that insure the continuity of the organization. All organizations contain the seeds for potential conflict between these two sets of needs.

Describe a potential conflict that may exist in an individual between his need for self-preservation and his need to achieve.

Describe such a conflict for a group.

The trouble with organizations

For an organization.

Identify some activities of your organization that appear to have little or no relation to client service, and also appear costly in terms of staff time and labour

1

2

3

4

Organizations that are established for the express purpose of helping people are not immune to these kinds of need conflicts.

In recent years, in fact, one of the major criticisms of welfare organizations has been their overemphasis on maintenance functions as opposed to the actual delivery to clients of helping service. Organizations do not purposely withhold services from clients; rather, it is the way they structure themselves and *resist the need to change* that causes the problem.

Some workers become frustrated with the many failures of welfare organizations to meet the many needs of their clients; some even quit their organizations for another in the hope such conflicts over goals will not exist in their new job. The problem, however, exists to some degree in all organizations. To solve the problem requires that the worker stay and engage in the ongoing process of changing the hard-to-change organization.

What steps might you take to modify these problems within the organization?

The idea of peer helping

You have many resources at hand for learning and growing on the job. Reading about social welfare work is one way of gaining knowledge and understanding about the field. Another important resource, of course, is your supervisor who can assist you in developing skills and knowledge for your tasks. Less frequently do we consider the client as an important resource for our continued learning. Clearly, clients help us learn when we allow them to share with us and when they can communicate to us their life experience. When we perceive the client as a *person* who has knowledge, derived from life experiences different from ours, we can then accept learning from him.

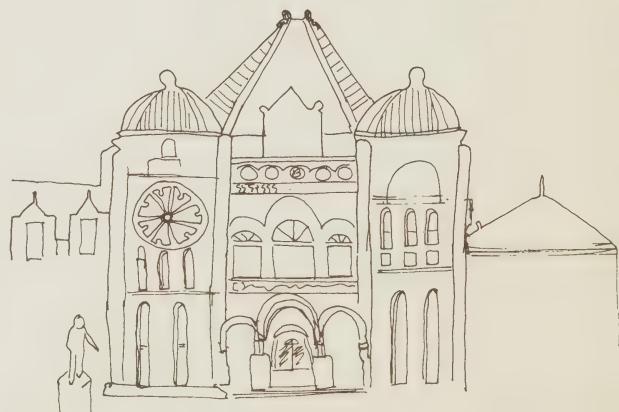
Much of the learning on the job takes place informally, through discussions with your *peers*. Going to and from work, at your desk on the job, and in the lunchroom and coffee shop, such informal and "natural" settings lend themselves to conversations concerning work.

The idea of peer helping has spread in recent years, and clients, some with the assistance of workers and some without, have organized self-help groups for a variety of reasons and motives. Ex-mental patients participate in socially therapeutic "clubs" to help themselves adjust to community; alcoholics, gamblers, and drug addicts have organized their own groups for mutual support and aid; and in most recent years, the most powerless group in society, the poor, have developed self-help groups in order to promote their cause.

The aim of most poverty groups is simple: to gain a voice and some influence in those programs, policies, and services that are directed at shaping *their* lives. Their goals are little different from the majority of us who wish to have some measure of control over our lives; that many of the non-poor have turned to citizen participation groups emphasizing peer helping is a commentary on how difficult it is for individuals to influence anyone or anything in society today without group organization.

What groups, if any, do you belong to that promote some cause for the changing of society?

- 1.
- 2.
- 3.
- 4.



The idea of peer helping

Is there an issue or problem of society that particularly disturbs you? If so, what possible groups exist that are addressing themselves in this issue?

- 1.
- 2.
- 3.
- 4.

One of the benefits of participating in a self-help group that encourages peer helping is that the helper helps himself in the act of helping. Many persons have added to their skills, knowledge, and overall competence, as well as becoming a better adjusted person through their functioning in mutually supportive groups.



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Notes

Notes

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